Judith Waldhorn

CODE ENFORCEMENT FEASIBILITY STUDY

A JOINT STUDY BY THE DEPARTMENT OF CITY PLANNING AND THE DEPARTMENT OF PUBLIC WORKS OF A BLOCK IN THE ALAMO SQUARE NEIGHBORHOOD.

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CODE ENFORCEMENT FEASIBILITY STUDY

A joint study by the Department of City Planning and the Department of Public Works of a Block in the Alamo Square Neighborhood.

City and County of San Francisco

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I. INTRODUCTION

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Federally Assisted Code Enforcement (FACE) is a program which concentrates code enforcement within a given area of a city, provides financial assistance to property owners for code-compliance and accelerates the normal enforcement tempo to bring all buildings within the area up to standard within three years. The FACE program has been working successfully for over a year in four San Francisco neighborhoods, with minimum dislocation, low code-repair costs and enthusiastic response from area residents.

Success in these areas prompted a questioning of its possible use in more declining areas of San Francisco, particularly the neighborhood around Alamo Square. The area adjoins two redevelopment projects and is near the center of "the Fillmore", part of San Francisco's low-income Negro ghetto. Many neighborhood residents have shown a particular interest in establishing a FACE program in the area and have campaigned to get one. Others expressed concern that such a program might well result in significant dislocation of people and/or rent increases. Some wanted a larger area than that initially conceived, while others wanted a smaller area or none at all. These neighborhood conditions and forces were major factors in bringing about this survey to test the economic implications of a FACE program, both for tenants and for property owners.

The block chosen for the survey, with the assistance of the Economic Opportunity Council, is a relatively poor one -- poverty is more severe, buildings appear to be in worse condition than in the larger neighborhood, and fewer owners live in their buildings. The purpose was to find, if possible, the probable consequences of a FACE program in one of the worst blocks in the general area and to relate the findings to the larger area.

The study was carried out in December, 1967-January, 1968. Part of the survey was a thorough inspection of all units in each structure by the Bureau of Building Inspection staff. The Inspectors used data from their investigations to estimate the cost of code-compliance for each surveyed building. Department

of Real Estate loan officers also met with owners to discuss repair costs and to investigate possible financial assistance available as part of the program. The final part of the survey was a resident interview, which attempted to determine attitudes toward the neighborhood and the ability and willingness to pay more rent for improved housing.

The results of the survey, as shown in the report, were used, along with other considerations, in arriving at a decision to recommend designation of part of the Alamo Square neighborhood for a FACE program.*

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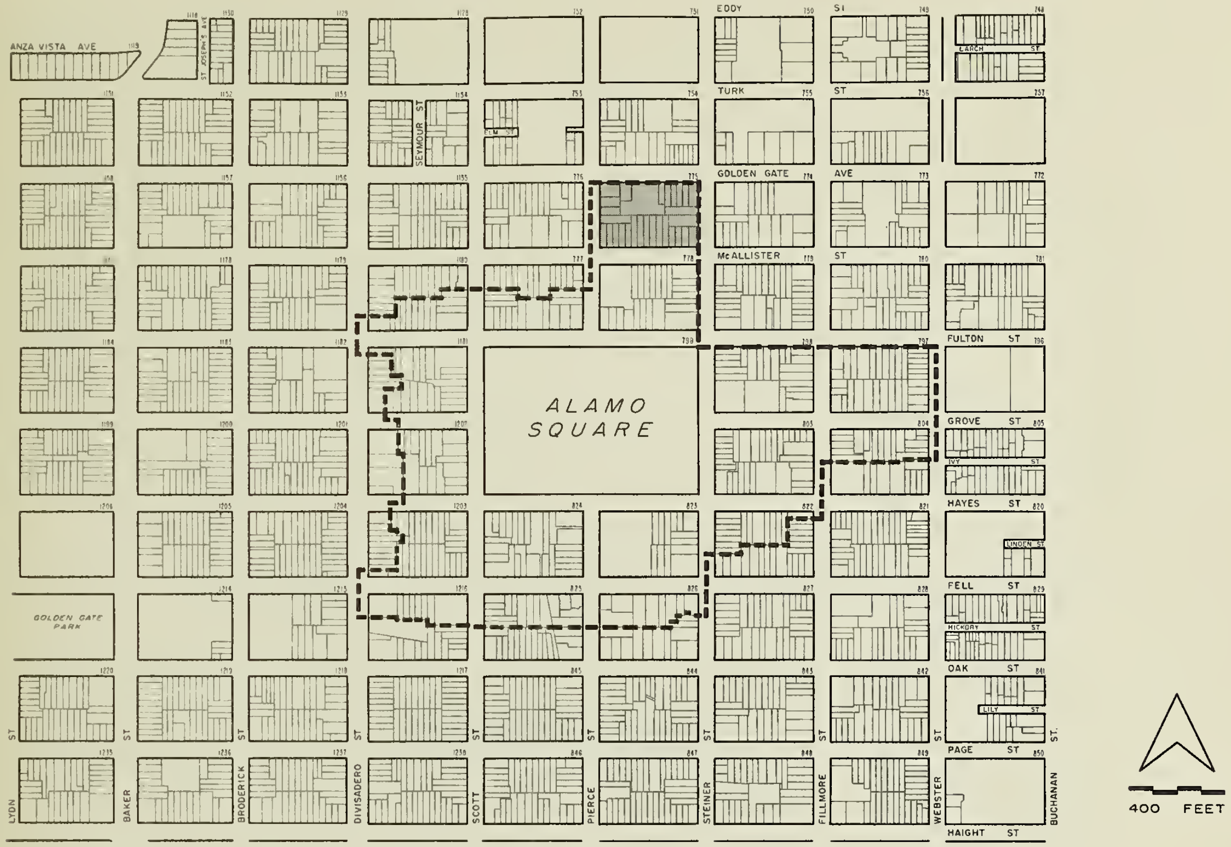
* See map attached.



PROPOSED FEDERALLY-ASSISTED CODE ENFORCEMENT

ALAMO SQUARE CODE ENFORCEMENT FEASIBILITY STUDY

- – – FEDERALLY ASSISTED CODE ENFORCEMENT AREA BOUNDARY
- ▨ STUDY BLOCK

FILE 198 1-5 D
BASE NOVEMBER 1967
DATA

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

II. SUMMARY OF FINDINGS

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1. The Study Block is not typical of the larger neighborhood. It appears representative of the poorest tenants and the worst structural conditions; therefore, its results are indicative of the most severe effects of FACE in Alamo Square, not of the probable consequences in the area as a whole.

2. The average cost of code compliance per unit in the surveyed buildings is estimated at $1,070; the average estimated rent increase at $6.34 per month.

3. Most surveyed code violations indicate the declining exterior appearance of the neighborhood and the installation of illegal units, either apartments or rooms.

4. Study block owners appear to be able to qualify for FACE loans.

5. Most illegal units, except guest rooms, can be legalized and retained under the FACE program.

6. The deconversion -- elimination of illegal units -- initiated on the study block under a FACE program will only continue a present trend already in evidence in the Alamo Square neighborhood.

7. The poorest tenants interviewed tend to live in the buildings in worst condition, with the highest costs of code compliance.

8. Some tenants may be dislocated, both by rent increases and by elimination of illegal units. However, dislocation will probably be less widespread under FACE than that experienced under the City's regular program of code enforcement which would be applied in the area, albeit less intensively, in any case.

9. Residents interviewed seem to have a neutral or a negative attitude toward the Alamo Square neighborhood. They indicate no strong interest in possible FACE-initiated environmental improvements.

III. CHARACTERISTICS OF STUDY BLOCK BUILDINGS

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Comparison of Study Block and Proposed Conservation Area

Information from building inspections was used to make a detailed study of the characteristics of the surveyed block. A comparison between the study block and the proposed conservation area (Tables 1 & 2) indicates that the block is not typical of the area: It has more rooming houses, fewer owner-occupied buildings and a different distribution of structure sizes.

TABLE I
DISTRIBUTION OF STRUCTURE SIZE (%)

	1-2 Units	3-4 Units	5-9 Units	10+ Units	Rooms	TOTAL
Study Block	22%	39%	14%	14%	11%	100% (28 bldgs.)
Proposed Conservation area (approx. 12 blocks)	39%	22%	16%	18%	5%	100% (355 bldgs.)

TABLE 2
OWNER-OCCUPIED STRUCTURES (%)

Study Block	18%
Conservation Area	37%

Code Compliance Cost Estimates

Each of the twenty-four buildings inspected need some repair work; code compliance costs, in Table 3, range from $300 to $22,279 per structure and from $300 to $3,333 per unit. The five owner-occupied buildings are in relatively

better condition, with repair costs from $300 to $6,910 per structure and from $300 to $2,205 per unit. The average cost to bring surveyed units into compliance is estimated at $1,070 per unit.

TABLE 3
DISTRIBUTION OF STRUCTURE SIZE BY CODE COMPLIANCE
COSTS PER UNIT IN THE STUDY BLOCK

Structure Size

$/UNITS	1-2 Family	3-4F	5-9F	10+F	TOTALS	UNITS	%	Cumulative %
0-500	2	0	1	0	3	9	7	7
501-1000	2	0	0	4	6	65	47	54
1001-1500	0	3	0	1	4	22	16	70
1501-2000	1	1	1	0	3	12	9	79
2001-3000	0	4	1	0	5	22	16	95
3001-6000	0	2	0	0	2	6	4	99
6001-7000	0	0	0	0	0	0	0	99
7001+	1	0	0	0	1	1	1	100%
TOTALS	6	10	3	5	24	137	100%	

Information about specific deficiencies in each building was tabulated from inspection reports in Table 4. The composition of this table illustrates three significant aspects of structural conditions on the study block. The exterior deficiencies, usually the result of lax maintenance over a period of at least several years, show most visible signs of neglect -- broken sidewalks, accumulated debris and garbage, peeling paint, broken windows and deteriorated wood trim.

Violations in the basement or cellar areas usually result from inadequate rat or fire-proofing; however, deficiencies in this category, such as improper electrical work or basement occupancy, also illustrate the addition of illegal units. This illegal conversion is even more clearly illustrated in the category with the highest proportion of deficiencies, that of dwelling units and guest rooms.

TABLE 4
CODE VIOLATIONS IN INSPECTED BUILDINGS IN THE STUDY BLOCK

General Category*	No. Of Times Deficiency Appeared	%
1. Exterior Deficiency	113	25
2. Basement or Cellar	121	26
3. Roof Area	44	10
4, Public Halls and Stairways	53	12
5. Dwelling Units, Guest Rooms	122	27
	453	100%

The City's Normal Code Enforcement Activities

Three study block buildings have recently been brought into compliance with codes, as a result of complaint actions brought by the Bureau of Building Inspection; therefore, the three were excluded from this survey. However, these buildings can provide an indication of the scope and results of normal code enforcement activities on the study block and, to a much lesser extent, within the Alamo Square area.

Two of the buildings had deteriorated enough to be condemned as hazardous; these two were repaired and leased as public-housing units to the San Francisco Housing Authority. The contractor who repaired the two reported an average cost per unit of $6,800. However, it appears that the buildings now exceed minimum code standards required by a FACE program. The repair costs are higher and are not directly comparable to those of study block buildings.

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* See Appendix A for a detailed breakdown of the deficiencies in each category.

The third excluded building was under complaint action for code violations, including installation of illegal units. The owner of this building reports that his costs averaged $5,834, although the inspector who filed a report on that building said he feels the reported cost is "probably one-half to one-third higher than the actual repair cost". The owner adds that the required work took six or eight months and that he tried to keep labor costs low by "hiring non-union workers, relatives and moonlighters." Because the exact costs of this code-compliance are not available, the average unit costs for this building are also not directly comparable to those of surveyed structures.

These three buildings were inspected as part of the City's present code-enforcement procedure; but even though that procedure has been a random one since 1958, three of twenty-nine study block buildings have had to comply within the last two years. Under a new system beginning in 1969, however, that proportion of structures, both in the study block and in the proposed conservation area, should increase significantly unless the area is designated for a FACE program. The Bureau of Building Inspection is instituting a rating system during its 1968 annual inspection of hotels and apartment houses with three or more units. Structures are being rated according to the severity of code deficiencies; starting in 1969 the most deficient buildings will be made to comply first, without the financial assistance FACE could provide both owners and tenants and without the environmental improvements available under the program.

Financial Status of Study Block Owners

Department of Real Estate financial advisors completed eligibility interviews with the owners of eighteen buildings -- 6 of whom are Negro, 8 Caucasian and 1 Oriental, and 5 of whom live in their buildings.* Few of their properties are encumbered with high liens or secondary mortages; most owners have high equities and receive enough rental income to carry FACE loan payments. One owner qualifies for the $1500 FACE hardship rehabilitation grant available to eligible owner-occupants of one-to-four unit buildings.

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* See Appendix B, Property Owner's Financial Report Form.

Appraisals of current market value were requested from the Federal Housing Administration (FHA). Examination of their appraisals indicates that, with one exception, surveyed buildings have sufficient value to serve as security for FACE loans. However, because study block owners have such large equities, the FHA evaluation would not be a significant factor in determining their eligibility for loans. Even the one exception is, in the opinion of a Real Estate Department loan officer, under-appraised; a second appraisal, closer to the true market value of the building, would probably enable its owner to qualify for a loan.

Illegal Units

The initial study block inspection shows that 28 per cent of the units have been installed illegally without building permits. Closer investigation reveals that all but one illegal apartment can be legalized; the one exception is a basement unit with insufficient window area and low ceilings. However, about 75 per cent of the illegal guest rooms would have to be eliminated; the most frequent violations are lack of fire-resistive construction and lack of two means of egress for each room. Most of the illegal rooms are in two three-flat buildings which have been improperly converted to guest-houses. The number of rooms in each building would necessitate compliance to hotel standards, and the cost of those compliance repairs would in each case, exceed the current value of the building.

Effects of Net Unit Loss

Although 32 units (1 apartment, 31 rooms) would probably be eliminated, the deconversion of the two guest-houses to original use would provide 5 flats; the 5 are large enough for legal sub-division, which could provide an even larger unit gain. The net loss, therefore, would be 27 units; but further sub-division of the guest-house flats could make that loss even smaller.

Although the unit loss in the study block seems high, the characteristics of eliminated units suggest that the population capacity of the block would probably increase. When guest-rooms are deconverted, either to flats or to smaller apartments, present single rooms will probably be replaced by families.

Deconversion Trends

Deconversion -- elimination of illegal rooms or apartments and return to a building's original use -- has been an apparent trend in the Alamo Square area since a city-wide conversion survey taken in 1959. Information available indicates that this trend has intensified in the study block since 1965, when the block contained 207 apartments and rooms. From 1965 to December 1967, when this survey was begun, five of 28 residential buildings had been deconverted: Three, mentioned earlier, were deconverted as a result of code-complaint action; two were deconverted through private initiative. By the time of the survey, those deconversions had resulted in a net loss of 16 rooms and apartments over a two year period. Results of inspection for this survey show that the FACE program would probably require the deconversion of two additional buildings -- the two guest-houses -- and would result in a net loss of 26 rooms and 1 apartment over a three year project time-span.

Since deconversion has been proceeding with an approximate net loss of 8 units annually, it is important to note that FACE-initiated deconversion would not appear to accelerate the present trend.

IV. CHARACTERISTICS OF RESIDENTS

IV. CHARACTERISTICS OF RESIDENTS INTERVIEWED ON THE STUDY BLOCK

To estimate the ability of study block tenants to pay for improvements required by code enforcement, a questionnaire was prepared for interviewing residents.* Additional information also revealed the person's attitude toward the neighborhood, the amount and sources of his income, the composition of his family and the size of his apartment.

Residents in 30.5 percent of the study block units were available for interviews. When owners and managers were asked about absent people, their answers indicated that most people unavailable for interviews were at work. The relative economic stability of these absent people, plus their tendency to live in those buildings with the lowest code-compliance costs, support an assumption that most of those not interviewed could afford a modest rent increase caused by the FACE program. Therefore, this study assumes that the characteristics of interviewed people furnish an accurate picture of those study block residents most likely to be affected adversely by a concentrated code enforcement program.

Present Rents

Table 5 indicates the current rent per room paid by Negroes and Caucasians interviewed on the study block. While Caucasian tenants paid higher average rent per room, most lived in smaller apartments, so Negro tenants usually paid higher total rents.

TABLE 5
DISTRIBUTION OF CURRENT RENT PER ROOM

Rent Per Room	# of Units (Race of Tenants)	%	Cumulative %
$15-19	8 (5 Negro, 3 Cauc.)	17.7	17.7
$20-24	8 (6 Negro, 2 Cauc.)	17.7	35.4
$25-29	6 (2 Negro, 4 Cauc.)	13.4	48.8
$30-34	4 (2 Negro, 2 Cauc.)	8.9	57.7
$35-59	6 (4 Negro, 2 Cauc.)	13.4	71.1
$40-45	13 (5 Negro, 8 Cauc.)	28.9	100.0
	45**	100%	

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*See Appendix C, Resident Questionnaire.
**(Total, 50, minus 5 manager and owner-occupant interviews)

Table 6 presents a different distribution of the same information and shows that half of the tenants interviewed lived in single rooms or in two-room apartments. This unit composition is indicative of the high proportion of rooming houses and converted buildings on the study block.

TABLE 6
DISTRIBUTION OF CURRENT RENT BY UNIT SIZE

ROOMS	1	2	3	4	5	6+	TOTALS
Rent/Month Under $40	2						2
$41-50	3						3
$51-60		4					4
$61-70		4	2	2			8
$71-80		4	2				6
$81-90		6	3				9
$91-100			1				1
$101-110			1		1		2
$111-120					3	3	6
$121-130						1	1
$131 +						3	3
TOTALS	5	18	9	2	4	7	45*

*(Total, 50, minus 5 manager and owner-occupant interviews)

Correlation of Income With Repair Costs

Information from interviews was correlated with building inspectors' estimates of code-compliance costs. Table 7 shows the relationship between income and estimated repair costs. Almost half of the households reported a monthly income of $300 or less; all but one of them live in units which will cost $501 or more to repair. This correspondence between low income and relatively high repair estimates tends to confirm earlier assumptions that a significant number of residents interviewed have low incomes and live in buildings with frequent code violations.

TABLE 7

ESTIMATED REPAIR COST PER UNIT BY RACE AND INCOME
OF HOUSEHOLDS INTERVIEWED

Repair Cost Per Unit

Monthly Income	$0-500		$501-1000		$1001-2000		$2001-3000		$3001+		TOTALS
	Negro	Cauc.	N	C	N	C	N	C	N	C	
$ 0-100			1					2		1	4
$101-200			6	1			2	2	1		12
$201-300	1				1			1			3
$301-400			1	4				1			6
$401-500			2	1		1	2				6
$501-600			1	1							2
$601-800				3			2				5
$801+		2		1							3
TOTALS	1	2	11	11	1	1	6	6	1	1	41*

*(Total interviews, 50, minus 9 incomplete or refusals)

Estimated Rent Increases

The amount of each rent increase, as shown in Table 7, was estimated by establishing, first, the code-repair cost per unit in the inspection report for each surveyed building. Then the charge per unit was determined by computing the monthly payments for a 20-year, 3 percent interest, FACE loan, which costs $5.55 per month for each $1000 borrowed.

These rent increases are probably minimum. A provision in federal loan regulations does provide rent control, but only for buildings with more than ten units, with repair costs which exceed $5000 per unit. Only an insignificant numbers of FACE area buildings could fulfill both requirements; therefore, nothing now prevents the majority of FACE loan recipients from increasing rents beyond the monthly charge for code-repair loans. Experience in the four current San Francisco FACE projects has shown, however, that most landlords have absorbed monthly loan costs and have not raised rents.

TABLE 8
ESTIMATED RENT INCREASES - 20 YEAR LOAN

$/Month Increase	# Units After Compliance	%	Cumulative %
$ 0 - 5.	69	53.0%	53.0%
5.01 - 10.	24	18.4%	71.4%
10.01 - 15.	17	13.0%	84.4%
15.01 - 20.	19	14.7%	99.1%
20.01 - 30.	0	0%	99.1%
30.01 +	1	.9%	100.0%
	130*	100.0%	

The criteria for determining tenants' ability and willingness to pay rent increases were difficult to formulate. Since some are willing, but not able, and some are able, but not willing, each case was determined individually. Most tenants interviewed said they would gladly pay a small ($5-10) increase for minimum improvements. Even people receiving welfare or disability insurance payments were anxious for better housing and were usually willing

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*Church property and owner-occupied units are excluded.

to pay a higher proportion of their incomes for rent. Unfortunately most of them live in such poor buildings that their present incomes would probably be unable to cover estimated rent increases.

About half the people interviewed are Caucasian. About half of those have lived in the block several years and can probably stay after a FACE program, because most have steady incomes and live in relatively good buildings.

It is important to note that all but two of the Caucasians who might have to move are young "hippies" who live in groups of five to twenty, usually in relatively bad buildings. Most of them have some kind of steady income -- money from parents, part-time work, sale of art work or crafts. None have lived in the study block more than three months, and their present transiency will probably ease relocation difficulties.

The other half of the residents interviewed are Negro, and probably less than half can afford estimated rent increases. Relocation might cause hardships for them, because most are family groups or single people with fixed incomes, those who might have difficulty finding suitable housing. Negroes who probably can afford to stay have the same characteristics as Caucasian tenants, steady incomes and apartments in good condition.

Tenant Income

The distribution of income sources for residents interviewed (Table 8) indicates that about half are employed. A comparison of all interviewed to those who could not afford rent increases, (Table 9), shows that most people with full-time employment will probably be able to stay after a FACE program. Almost half the persons interviewed have low or fixed incomes, either from part-time employment or from welfare, Social Security or disability payments. Of the residents in that category, ten of twenty-four can probably afford the rent increases necessary to repair their units.

TABLE 9

INCOME SOURCES FOR ALL HOUSEHOLDS INTERVIEWED*

	No.	%
Employment	28	56%
Full Time 18		
Part Time 10		
Welfare (Aid for Dependent Children) (or Old Age Assistance	6	12%
Social Security, Pension	4	8%
Disability Insurance	4	8%
Rent, Investments	3	6%
Refused, Incomplete	5	10%
	50	100%

TABLE 10

INCOME SOURCES OF HOUSEHOLDS INTERVIEWED WHO WOULD PROBABLY BE UNABLE TO AFFORD RENT INCREASES

	No. of Households
Employment (Part Time - 6, Full Time - 3)	9
Welfare	4
Social Security, Pension	2
Disability Insurance	2
Rent	1
Refused, Incomplete	2
	20

Dislocation Estimates

Results of this survey show that some study block households will probably be dislocated, both from rent increases and from deconversion of illegal units. The combined estimate of people who might have to move is 73 -- approximately 19 percent of the total population -- in 42 out of 191 households.**

Rent increases may dislocate 20 households, an estimate made from correlation of possible code-compliance costs and tenant questionnaire information. However, it is significant that 30 of the 50 households questioned will probably be able to afford FACE-initiated rent increases, because this block probably represents the worst housing conditions and the poorest residents in the proposed area and because tenants available for interviews were among the poorest on the block.

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* See earlier discussion, p. 17, about economic characteristics of the 69.5 per cent of study block residents unavailable for interviews.

** See Appendix D, Survey Summary.

Deconversion of illegal units will also cause some dislocation. None of the tenants living in these units were interviewed, but managers and building owners provided information about race and family structure. A "hippie" couple lives in the only apartment which cannot be legalized; 10 illegal guest rooms are vacant, but 21 single male Negroes live in the others.

Tenant Attitudes

Part of the interview was an attempt to determine attitudes toward the neighborhood and toward the kinds of environmental improvements possible as part of the FACE program.

The official designation of the area as "Alamo Square" seemed irrelevant to most interviewed on the study block. Except for a few Negroes who said they lived "in part of the Fillmore", none identified with any neighborhood. Few tenants knew the name of Alamo Square; even fewer people said they used the park. Some of the "hippies" seemed to enjoy it, but a few Negroes interviewed said they felt Alamo Square was the exclusive territory of the "rich white people" who live around it.

Almost every tenant interviewed expressed feelings of frightened hostility about the neighborhood. Both Negroes and "hippies" often said that police protection was "just a joke". Many mothers said they were afraid to let young children play outside without supervision; most people interviewed described the streets as dark and dangerous at night. Many Negroes and "hippies" also spoke of a conspiracy against their area, evidenced, they said, by dirty streets and sidewalks, expensive, shoddy produce in nearby supermarkets and steady encroachment by the Redevelopment Agency.

Environmental benefits of the FACE program were viewed as inconsequential by many of the tenants interviewed. Most had no objections to existing telephone poles and overhead wires; the suggestion that funds might be available for underground wiring was often countered by the idea that "all that money" should be used to build low-rent housing. Many interviewed also scoffed

at street tree planting. Some felt fledgling trees would only be targets for vandals; others protested that trees would eliminate parking places, because so many people park on the sidewalks.

Almost everyone interviewed had a poor image of the study block and of housing conditions in the surrounding area. Although most had noticed with approval the nearby buildings being rehabilitated for the Public Housing Authority leased housing program, none seemed to know they might be eligible to live in those bright new houses.

V. CONCLUSIONS

V. CONCLUSIONS

Estimated Costs

All owners are legally responsible for meeting code requirements, but declining conditions, such as those on the study block, pose two problems. First, because buildings are run-down, compliance costs can be high. Second, loans to repair property in deteriorating neighborhoods are extremely difficult, if not impossible, to obtain, except at very high interest rates. These factors, plus the recently initiated priority system which will require compliance in San Francisco's worst buildings first, elicited a favorable response toward FACE from study block owners. Many appreciated any kind of loan to repair their properties; the 20-year term and 3% interest rate were welcome bonuses. Others had wanted to repair or rehabilitate, but hesitated to spend money in a declining area. All were excited about the possibilities for combining structural and environmental improvements with FACE, to upgrade the neighborhood as a whole.

Although the average cost to repair study block buildings, $1070 per unit, is high compared to average costs in current City FACE areas, the figures are not directly comparable: Other area averages do not include all buildings and do include many no-cost units already in compliance with code standards.

Regular City-Wide Code-Enforcement Dislocation

Within the last two years, three study block buildings have been inspected and, in the course of compliance, all tenants -- 23 families -- had to move, without the relocation assistance available as part of FACE. In one building, five of eleven families had to move when their illegal apartments were eliminated, and none of the others could afford the almost-doubled rents in the repaired building. The owner cited the high interest rates (10% per year plus a 15% broker's fee) he was forced to pay to finance rehabilitation as a major cause of the large rent increases. Experiences in these three buildings

support a theory that the FACE program with its low-interest loans, liberal lending policies and relocation assistance, could cause less dislocation than the City's regular schedule of code-enforcement.

Possible FACE Dislocation

Study block survey results indicate that some tenants will inevitably be dislocated by the program, both by rent increases and by elimination of illegal units. Although the estimated dislocation on the study block seems relatively high, data about the larger proposed FACE area indicates that its higher median income, better structural condition and higher owner-occupancy rate will probably diminish the proportion of people who might have to be relocated.

However, recognition of the responsibility of the FACE program to make all possible efforts to minimize disruption of the neighborhood has prompted the recommendations that would accompany designation of the Alamo Square area as a FACE project:

1. That a Citizens Advisory Committee be organized to work with the program on (a) relocation arrangements and appeals by tenants; (b) rent gouging or unreasonable increases; and (c) detailed public improvement planning. Reasonable funds should be provided in the program for clerical services to the Committee...

2. That the City endeavor, through whatever means possible, to establish moderate priced housing on all vacant property in the area or on property that becomes vacant and is suitable for housing.

3. That every effort be made to guarantee sufficient leased public housing for those displacees who cannot afford rent increases and cannot be relocated in private housing. To this end it is proposed that the Housing Authority make every attempt to designate leased public housing units for this area, as they are available and consistent with other City demands for this program.

4. That any relocatees occasioned by the program be given maximum opportunity to move into suitable housing within the area encircled by A-2 Redevelopment Project on the north, Baker Street on the west, Page Street on the south and Laguna Street on the east, and that relocation efforts be geared specifically to this end.

5. That to the extent legally possible, there should not be increased tax assessments for properties in this area improved as part of the program.

Potential for a Successful FACE Program

The Alamo Square neighborhood has a definite potential for rejuvenation under FACE, evidenced particularly by some meticulously restored homes facing the park. Although the A-2 urban renewal project forms one boundary of the proposed conservation area, these signs of spontaneous rehabilitation indicate that FACE might be a viable alternative to redevelopment; the program could improve the neighborhood, but retain its character with minimum disruption.

On the surveyed block -- representative of the poorest tenants and worst structures -- FACE could be feasible; Owners appear both interested in the program and financially able to carry FACE loans. Code-enforcement costs, although higher than in current FACE areas, do not appear to be excessive. Although some tenants will be dislocated, their disruption would not be as great as by regular, unassisted, code-enforcement or by an urban renewal project.

Information about the proposed area, both census data and favorable response at neighborhood meetings of owners and tenants, indicates that the program could be even more successful in the larger area.

VI. APPENDICES

APPENDIX A.

ALAMO SQUARE STUDY BLOCK
CODE VIOLATIONS IN INSPECTED BUILDINGS

Bureau of Building Inspection, Property Inspection Checklist

	EXTERIOR DEFICIENCY	NO. OF REPORTED DEFICIENCIES
1.	Sidewalk, Curb	21
2.	Yards/Courts; drainage paving, size	4
3.	Retaining Walls; Fences	6
4.	Foundation Clearance, Condition	7
5.	Exterior paint, walls, trim	14
6.	Windows; repair, operation	15
7.	Outside stairs, handrails	13
8.	Fire escape repair	6
9.	Electrical service connection, outlets	8
10.	Gas service shutoff, location.	1
11.	Accessory buildings, other structures	0
12.	Rubbish and debris, garbage	18
	TOTAL	113

	BASEMENT OR CELLAR	
1.	Foundation, underpinning, framing.	7
2.	Rat proofing	9
3.	Fire proofing	16
4.	Passageway rear yard to street	10
5.	Fire doors, Exit signs; Lighting	3
6.	Hazardous storage	11
7.	Storage area sprinkler system	15
8.	Stair & elevator enclosure	2
9.	Fire extinguishers, standpipes	10
10.	Pipe casing holes; flow valve	1
11.	Boiler and furnace room enclosure	5
12.	Gas meter location, shut off	0
13.	Electrical work.	15
14.	Occupancy	10
15.	Parking; spaces, ventilation; wood floors	7
	TOTAL	121

	ROOF AREA	
1.	Elevator & stwy penthouse; door, vent	4
2.	Vent shaft walls, guard rails	3
3.	Roofing condition	5
4.	Parapet walls cornices	3
5.	Flues, caps, chimneys	9
6.	Gutters, leaders, drains	6
7.	Standpipes	3

CODE VIOLATIONS IN INSPECTED BUILDINGS (Continued)

ROOF AREA (Continued)

		NO. OF REPORTED DEFICIENCIES
8.	Fire escape, roof ladder	7
9.	Low wires	2
10.	Drying platform, roof deck	2
11.	Illegal roof structure; occupancy	0
	TOTAL	44

PUBLIC HALLS AND STAIRWAYS

1.	Ventilation	3
2.	Lighting; fixtures	3
3.	Fire alarm	2
4.	Exit signs travel distance	4
5.	Fire resistence; walls, doors	6
6.	Transoms; entrance doors	3
7.	Handrails	8
8.	Access to fire escape	6
9.	Doors/windows; operation	6
10.	Enclosure, stwy elevator	1
11.	Chutes; linen, garbage; sprinklers	5
12.	Wet standpipes & hosereels	1
13.	Condition walls, ceilings	5
14.	Carpeting	0
	TOTAL	53

DWELLING UNITS; GUEST ROOMS

1.	Room dimensions, arrangement	6
2.	Number of exits	7
3.	Access to fire escapes	5
4.	Ventilation; lot line, source	5
5.	Wall & ceiling condition	14
6.	Floors, condition	12
7.	Kitchen facilities	9
8.	Toilet & bath facilities	11
9.	Heating	12
10.	Plumbing, water & waste	14
11.	Gas; appliances, valves, vents	13
12.	Electrical system, outlets	14
	TOTAL	122

TOTAL REPORTED DEFICIENCIES

1.	Exterior deficiencies	113
2.	Basement or cellar	121
3.	Roof area	44
4.	Public Halls and stairways	53
5.	Dwelling Units; guest rooms	122
	TOTAL	453

APPENDIX B. PROPERTY OWNER' FINANCIAL REPORT FORM

APPLICANT:

OCCUPATION:
TOTAL MONTHLY INCOME:

INSTALLMENT OBLIGATIONS:	UNPAID BALANCE	TOTAL MONTHLY PAYMENTS

Average Monthly Housing Expenses

	Your Home	Bldg. to be Rehabilitated
Loan Payment		
Fire Insurance (year)		
Property taxes (year)		
Gas & Elec		
Water		
Maintenance		
Other Housing expense		

Fixed Monthly Expenses

State & Fed. income tax
(last year $____________

Premium for Life
Insurance $____________

Soc. Security &
Retirement payments
$____________

Operating expense of
other Real Estate
$____________

Other Fixed Expenses
$____________

TOTALS

PRESENT LOANS ON PROPERTY TO BE REHABILITATED

	Present Balance	Payment
1st		
2nd		
3rd		
4th		
5th		

APPENDIX C. FACE FEASIBILITY STUDY: Resident Questionnaire

ADDRESS ____ APT.# ____________

PRESENT UNIT

TOTAL ROOMS _____ SLEEPING ROOMS _____, LIVING ROOM, DINING ROOM, KITCHEN,
TOILETS _____, BATHS _____, TOILET-BATHS ____, OTHER _____

RENT PER MONTH (OR RENT VALUE)______ DOES RENT INCLUDE UTILITIES? YES NO
DOES RENT INCLUDE FURNISHINGS? YES NO

OCCUPANTS

IS PERSON INTERVIEWED/ OWNER BUILDING EMPLOYEE TENANT ROOMER/ W N O SP OTHER

TOTAL FAMILY SIZE ____: MEN___, WOMEN___, SONS___, DAUGHTERS___, OTHERS_______

AGE OF HEAD OF HOUSEHOLD___, NUMBER OF PERSONS UNDER 17____, OVER 65 __________

HOW LONG HAVE YOU LIVED: AT THIS ADDRESS?____YEARS, IN NEIGHBORHOOD?____YEARS
IN SAN FRANCISCO?_______YEARS

DO YOU HAVE PLANS TO MOVE YES NO. IF YES: WHEN?_____ WHERE?______________

TOTAL MONTHLY INCOME OF FAMILY ________ INCOME SOURCES: EMPLOYMENT, WELFARE,
SOCIAL SECURITY, PENSION, OTHER

WHAT DO YOU THINK OF YOUR PRESENT UNIT?

	ADEQUATE	INADEQUATE	(COMMENTS)
CONDITION			
SIZE OF ROOMS			
NUMBER OF ROOMS			
ARRANGEMENT OF ROOMS			

WHAT IMPROVEMENTS WOULD YOU LIKE MADE IN YOUR PRESENT UNIT?__________________

____

WOULD YOU BE WILLING TO PAY MORE RENT IF THESE IMPROVEMENTS WERE MADE? YES NO
IF YES: HOW MUCH MORE WOULD YOU BE ABLE TO PAY?___________

OTHER HOUSING

IF YOU COULD GET OTHER HOUSING COMPLETELY SATISFACTORY FOR YOUR FAMILY:
HOW MANY BEDROOMS WOULD YOU WANT?_____WHERE WOULD YOU LIVE_____
SAME NEIGHBORHOOD?________ OTHER S.F.?_____OUTSIDE S.F.________

(INTERVIEWER: JUDGE FROM INCOME AND INCOME SOURCES WHICH QUESTION TO ASK NEXT.)
HOW MUCH RENT WOULD YOU BE ABLE TO PAY FOR A STAISFACTORY UNIT___________
IN WHAT PRICE RANGE WOULD YOU BUY A HOUSE?________________
WHAT DOWN PAYMENT COULD YOU MAKE?____________________
WHAT MONTHLY PAYMENTS? ____________________

WHAT IMPROVEMENTS DO YOU THINK ARE NEEDED IN YOUR NEIGHBORHOOD?

	ADEQUATE	INADEQUATE (COMMENTS)
GENERAL APPEARANCE		
CONDITION OF OTHER HOUSES		
NEIGHBORS		
CLEANING OF STREETS AND WALKS		
REPAIR OF STREETS AND WALKS		
STREET LIGHTS		
UTILITY LINES AND POLES		
TRAFFIC		
TRAFFIC SIGNALS AND SIGNS		
PUBLIC TRANSPORTATION		
POLICE PROTECTION		
EMPLOYMENT OPPORTUNITIES		
PARKING AT HOUSE		
NEARBY SHOPPING		
PARKING AT STORES		
SCHOOLS		
LIBRARY		
PARK		
PLAYGROUND		
COMMUNITY CENTER		
Y OR YOUTH CENTER		
OTHER		

APPENDIX D. SURVEY SUMMARY

ALAMO SQUARE STUDY BLOCK #775

I. TOTAL BUILDINGS . . . . .29 . . . . 191 UNITS

Buildings Inspected for Survey	24	164 Units
Buildings Brought Into Compliance, 1967	1	6
Buildings Rehabilitated For Housing Authority	2	10
Refused Inspection	1	11
Church	1	
	29	191

II. BUILDINGS INSPECTED FOR SURVEY . . . 24

A. Current Units 164
   Apartments 111
   Rooms 53

B. Legal Units 118
   Apartments 107
   Rooms 11

C. Illegal Units 46
   1. Those which can be legalized . . . . . 19 (41.3% of 46)
      Apartments 8
      Rooms 11
   2. Code Compliance Changes
      a. Loss 32
         (Rooms . . . . 31, Apts. 1)
      b. Gain . . . . 5, from room deconversion
         (Rooms . . . . 0, Apts. 5)
      c. NET LOSS . . . . 27 (16.4% of 164)

D. Net Units (164 minus 27) 137

E. Vacancy Rate . . . . 9.0% of Current Units
   Total . . . . .164, Vacant 15

Apartments		Rooms	
Total	111	Total	53
Vacant	5	Vacant	10
4.5% of 111		18.8% of 53	

F. Average Repair Cost Per Unit $1070
   Range $300 - $3,333

G. Average Estimated Rent Increase Per Unit $6.34*
   Range $2.29 - $18.00

*Owner-occupied units and church property excluded.

SURVEY SUMMARY (Continued)

III. TENANT INTERVIEWS

Total Interviews . . . . 50 Units, 125 People
A. Incomplete . . . . 2 Units, 3 People

B. Already Moving . . . . 2 Units, 14 People
1 Negro family of 6
8 Caucasian single people

C. Could afford increase . . . . 26 Units, 57 People
22 Negroes -- 5 families, 2 Of 2, 3 of 4
6 single people
36 Caucasians - 10 families, 8)f 2,
1 of 3, 1 of 4
10 single people, 1 over 65 yrs. old

D. Would probably have to move, could not afford increase
34 Negroes - 7 families, 3 of 2, 2 of 3, 1 of 5, 1 of 10
4 single people
3 over 65 yrs. old
16 Caucasian -- 3 families, 2 of 2, 1 of 4
6 single people
2 over 65 (1 family)

IV. PROJECTED TENANT DISLOCATION

A. Tenants interviewed who probably could not afford rent increases 50
Negro 34
Caucasian . . . . 16 (See Section III, D.)

B. Tenants who would have to move because of conversion of illegal units (none interviewed) 23
Negro -- 21 single people, from rooms
Caucasian -- 1 family of 2, from an apt.

Total projected dislocation . . . . 73, 44 households
Negro -- 55
Caucasian -- 18

CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT OF CITY PLANNING

Commission

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Inspections and interviews were conducted by the following:

Bureau of Building Inspection: Building, Plumbing and Electrical Inspectors
Fire Prevention Bureau: Fire Inspectors
Real Estate Department: Real Property Loan Officers
Federal Housing Administration, Department of Housing and Urban Development: Appraisors
Economic Opportunity Council, Western Addition: staff members

This Report was prepared by Miss Lynch.